

Chapter 7: Implementation

Successful implementation of the Manchester Comprehensive Plan will be the responsibility of many individuals over many years. The goals and objectives describe what the community wants to become and how decision-makers should respond in various circumstances, but they do not provide a work program for the community. The city will need to accomplish many tasks and initiate various programs to accomplish the goals.

Through the public process and plan alternatives review, Manchester's residents identified their desire to have a community with the following characteristics:

- A vibrant town center
- Well-designed traffic circulation
- Carefully designed new buildings adjacent to preserved historic buildings
- Streetscape with trees and flowers
- A strong commercial tax base
- Places to walk and ride bikes
- Stable residential neighborhoods
- Overall high standards and quality of life

These desires were drafted into goals and objectives and reflected in the future land use map, but that will not

ensure their future existence. This chapter describes ways the city can use various implementation tools to achieve the plan's goals. It also sets priorities for actions and recommends an initial work program.

The initial work program identifies tasks and projects for the city to undertake over the next two- to five-years to move the community forward to reaching these goals. The work program is focused in two areas: redevelopment of the historic town center and enhancement of the development approval process. The Priorities and Programs Chart on page 7-3 lists specific actions recommended to achieve the plan's goals in these areas.

Enhancement of the Development Approval Process

The development approval process is where the city takes incremental steps on a regular basis to change the look and composition of the city over time. As the city, through its staff, Planning and Zoning Commission, and Board of Aldermen, is asked to review and approve development applications, it is critical that complete information is provided to the decision-makers. It is equally important to have standards

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and criteria to ensure a uniform approach to the approval process. The city typically has four approaches to review development:

- Zoning-based applications,
- Subdivision-based applications,
- Design review, and
- Capital improvements programming

To ensure that the Comprehensive Plan is incorporated in the decision-making process, the city should review and amend all of these items as necessary – or in the case where there is no regulation or policy, adopt appropriate standards. These changes are reflected in the following items of the Priorities and Programs Chart on the following page:

- Update subdivision regulations (Item # 1)
- Establish coordination with Capital Improvements Program (Item #2)
- Establish annexation policies (Item #7)
- Prepare design guidelines (Item #9)
- Undertake corridor studies (Item #10)

Redevelopment of the Historic Town Center

The second key focus of the Priorities and Programs Chart is redevelopment of the historic town center. The city will need to approach this project from a variety of directions in order to understand the market for the project,

potential partners for redevelopment, development financing (both public and private), coordination of design with existing historic structures, and impact of redevelopment on the rest of the community. These needs are reflected in the following tasks:

- Prepare redevelopment plan (Item #3)
- Establish Tax Increment Financing Commission (Item #4)
- Prepare market analysis (Item #5)
- Prepare historic structure survey (Item #6)

These items are not listed in chronological order. They can be undertaken sequentially or simultaneously. What is important is that they commence relatively quickly. Redevelopment is market sensitive, so the city should have all of the background and planning information in place and ready for the time when the market picks-up and this project is ready to move forward.

The Implementation Section and the Priorities and Programs Chart are intended to guide decision-makers and staff in the first steps of plan implementation. When these tasks are complete, the city should prepare a follow-up list of items necessary to implement the plan. The plan itself should be updated regularly to reflect community accomplishments, new approaches to community issues, changing conditions and priorities.

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Priorities and Programs Chart

Item	Actions	Time Frame		Coordinator	Partner
		Next 2 Years	Two to Five Years		
1.	Update Subdivision Regulations to address residential in-fill	X		Planning	
2.	Establish a process and policy to coordinate the Comprehensive Plan with a Capital Improvements Program	X		Planning, Finance, City Administrator	
3.	Prepare Redevelopment Plan for the Historic Town Center	X		Planning	
4.	Establish Tax Increment Financing Commission	X		Board of Alderman	
5.	Prepare a Market Analysis of Historic Town Center	X		Planning	
6.	Prepare a Historic Structure Survey	X		Planning	Historic Review Committee
7.	Establish Annexation policies	X		Board of Aldermen	
8.	Update the Parks Plan to Include a Trails System		X	Parks, Planning	
9.	Prepare Development Design Guidelines for Manchester Road.	X		Planning	
10.	Undertake Corridor Studies for Major Commercial Arterials Including: <ul style="list-style-type: none">• Highway 141• Big Bend Road• Manchester Road• Baxter Road		X X X X	Planning	MoDOT, St. Louis County
11.	Identify opportunities to coordinate with the Metro Parks District	X	X	Parks, Planning	Metro Parks District

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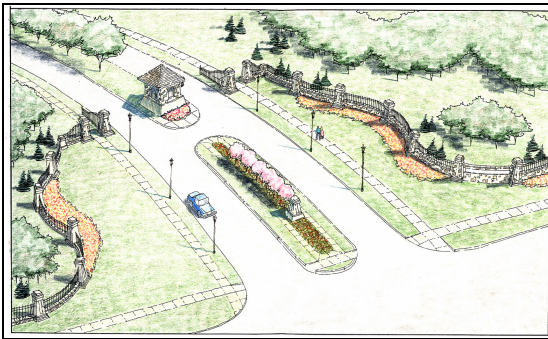
Description of Tools and Funding Sources

Manchester has a number of tools available to implement the concepts of the Comprehensive Plan. These include zoning, subdivision regulations, facility provision (water, sewer, wastewater, stormwater), capital improvements programming, and Missouri redevelopment incentives. The purpose of this section is to describe each type of regulation or program.

Zoning Ordinance

The city is in the process of updating the zoning ordinance. The new ordinance has been designed to allow the full implementation of the Comprehensive Plan. The city will continue to monitor the ordinance and make such future changes as may be necessary to allow implementation of the plan.

Subdivision Regulations

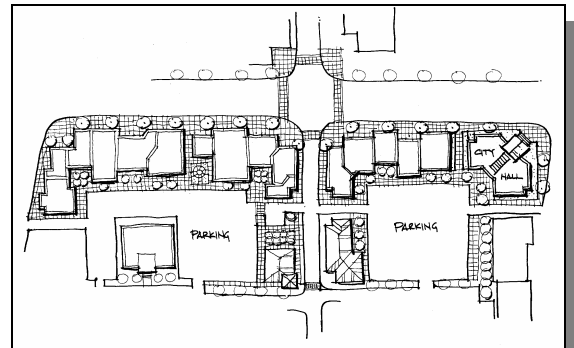


Subdivision entry

Subdivision regulations play a small but important role in a built-out community such as Manchester. Typically, subdivision regulations address the layout and placement of new development. These regulations outline the

requirements for new development. The city will want to review its subdivision regulations to ensure that the design standards for subdivisions are current and reflect the goals and priorities of this plan.

Design/Community Aesthetics



Design elements

Manchester residents have identified “historic character” as important to the community’s definition of itself. To further define and maintain this character, the city will need to prepare design guidelines to regulate the look and style of redevelopment as it takes place. Design guidelines can be broad and cover topics such as:

- Building design, materials, and colors
- Layout and set-back
- Buffering and screening
- Landscaping
- Banners and monumentation
- Lighting
- Signage

Design guidelines can be incorporated into the zoning ordinance or act as a stand-alone document. They can be written to reflect the needs of specific areas of the community and can be drafted to differentiate among areas.

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Manchester's initial need for design guidelines will be for the historic town center and along the Manchester Road corridor.

Development Agreements

Large or multi-phase development can be achieved through a negotiated agreement that specifies the terms of the development and the required approval process. This provides benefits to the development community by providing both flexibility and locking-in the terms of the regulatory process, and allows the governing body greater oversight of the project through detailed submissions and project negotiation. Agreements can address timing, location, and intensity of development, as well as the timing, location, sizing, and funding of infrastructure improvements. Development agreements are of particular importance with projects subject to any public funding or public subsidy.

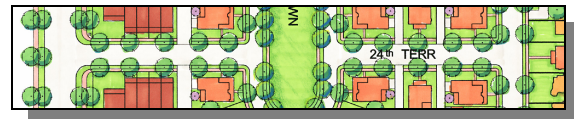
Public Financing Mechanisms

There are a variety of funding sources which local business owners, developers, and governmental agencies can pursue to meet the financial needs of the proposed recommendations. This plan is a first step towards securing some of the financing needed. Funding programs such as the Transportation Equity Act for the 21st Century require communities to undertake planning studies such as these to qualify for funding. The following section provides a summary of the currently available financing techniques that the city could pursue

to achieve the recommendations of the plan.

Government Programs

County, state and federal programs exist that may provide a funding source for transportation related improvement projects. Such programs generally are available only for projects meeting the criteria of the particular aid program and may only be available for improvements forming a part of the funding entity's network, i.e., federal funds for federal highways, state funds for state highways, etc. Most programs require a local match to pay a specified portion of the project costs in order to leverage the funds from the other governmental entity. Additionally, funding decisions require substantial lead time. For some types of improvements (i.e., streets, roads and highways), funding decisions may have already been made for the immediate future.



Streetscape improvements

Transportation Equity Act for the 21st Century

The Transportation Equity Act for the 21st Century (TEA-21) is the major source of federal funding for all transportation projects in the United States. Several TEA-21 programs offer funding for the type of improvements recommended in this plan. The East-West Gateway Coordinating Council serves as the Metropolitan Planning

Organization (MPO) for the St. Louis region. As such, this body is responsible for reviewing and administering TEA-21 funding. The reauthorization of a similar measure (Safe, Accountable, Flexible and Efficient Transportation Equity Act (SAFETEA) is expected in 2003-2004.

Community Development Block Grants

Community Development Block Grants (CDBG) provide eligible metropolitan cities and urban counties (called entitlement counties or zones) with annual direct grants that they can use to revitalize neighborhoods, expand affordable housing and economic opportunities, and improve community facilities and services, principally to benefit low and moderate income persons. Although the rehabilitation of affordable housing has traditionally been the largest single use of CDBG funds, the program is also an increasingly important catalyst for economic development activities.

In order for any project to be considered for CDBG funding, it must meet one of the three broad "national objectives" established by Congress. A CDBG project must benefit low and moderate income persons; prevent or eliminate slums and blight; or meet an urgent community development need. Primary emphasis is usually placed on the objective to benefit low and moderate income persons.

Projects designed to remove material and architectural barriers that restrict the mobility and accessibility of elderly or handicapped persons are eligible

for assistance with CDBG funds. Acquisition, construction, reconstruction, rehabilitation or installation of public facilities that meet community development objectives are also eligible to be assisted with CDBG funds. Public facility improvements may be to publicly owned properties or properties owned by private non-profit entities that serve the public. Examples of public facility improvements include neighborhood facilities, centers for the handicapped, senior centers, utilities, streets and sidewalks, water and sewer facilities, parks, and shelters for persons with special needs.

Redevelopment Programs

Missouri Downtown Economic Stimulus Act

The Missouri Downtown Economic Stimulus Act (MODESA) allows some downtown projects to recover Missouri sales and income tax for reinvestment into downtown infrastructure costs. The formula includes a match by local governments. Funding is reserved for major initiative areas, such as job creation, tourism, and/or improvement of quality of life. Adopted by the Missouri Legislature in early 2003, the act took effect in August 2003.

Community Improvement District

Missouri Statutes Sections 67.1400 et seq. authorize the creation of Community Improvement Districts (CID). The purpose of a CID is to raise money to provide improvements to a specific area. A CID may be established as either a political subdivision

or as a not for profit corporation. If the CID is established as a political subdivision, it is governed by a board of directors that, as specified in the petition, is either elected by the qualified voters in the district or appointed by the municipality. If the CID is a not-for-profit corporation, the directors are selected in accordance with the provisions of Chapter 355 of the Missouri Statutes.

Missouri Statutes provide a CID with a variety of enumerated powers, including the authority to construct, reconstruct, install, repair, maintain, and equip public improvements including parks and streets. The improvements in a CID organized as a political subdivision or a not for profit corporation may be funded by the imposition of special assessments. If the CID is a political subdivision, the improvements may also be funded by a real property tax levied within the district after approval by a majority of the qualified voters within the district.

Neighborhood Improvement Districts

Missouri Statutes Sections 67.453 to 67.475 authorize the creation of Neighborhood Improvement Districts (NIDs). In accordance with Missouri Statutes, particular areas of land may be designated by the local government as a "neighborhood" that will benefit from a particular public improvement or improvements. Land owners within each designated neighborhood must authorize the formation of NIDs either by a vote of approval or by submission of a petition to the local government signed by the owners of record of at

least two-thirds by area of all real property located within the proposed district. NIDs proposed by election require the same percentage of affirmative voters of all qualified voters residing within the proposed district as is required for approval of general obligation bonds.

Upon receiving the requisite voter approval or a filing of a petition, the local government may by resolution or ordinance determine the advisability of the specified improvements and order that the district be established. If the NIDs are approved, the local government may authorize the issuance of general obligation bonds to finance construction of improvements. To secure the bonds, a portion of the total cost is assessed against each landowner within the district and the special assessment becomes a tax lien against the property. The method of apportioning assessments among the property owners within the district is established prior to its creation.

The bonds may be issued without a vote of the public if the municipality agrees to rely on existing revenues and surpluses as a source of repayment in the event that the special assessments made against property in the district prove to be insufficient to fund repayment. Bonds issued pursuant to this option do not count against the regular municipality's debt limit, but cannot exceed 10% of the assessed value of tangible property in the municipality.

Special Business Districts

Missouri Statutes Sections 71.790 et seq. authorize cities to establish special business districts for specified areas of a municipality upon petition by one or more owners of real property in the proposed district. The purpose of the law is to grant to such districts the power to levy special fees and taxes in each district for the maintenance and improvement of the special business district. Property owners in the district may be taxed on an ad valorem basis at the rate of \$.85 per \$100 of assessed valuation. Businesses may be assessed a license tax (subject to a protest by businesses representing a majority of the total license taxes). The taxes and fees may be used for the purpose of maintaining and improving public facilities in the district. Discretion as to the types and amounts of expenditures lies solely with the local government, which appoints a commission or advisory board to make recommendations as to expenditures and uses. The district may issue general obligation bonds for up to 20 years, if authorized by the local government and approved by either four-sevenths or two-thirds of the voters in the district voting in an election, depending upon the election date when the issue is submitted to the voters. These general obligation bonds count against the municipality's debt limit.

Tax Increment Financing

Missouri Statutes Sections 99.800 to 99.865 authorize the creation of Tax Increment Financing (TIF). The basic concept behind TIF is that the

redevelopment of the area approved as a redevelopment district will increase the equalized assessed valuation of the property, thereby generating new revenues to a municipality that can be used to pay for specified costs of a redevelopment project. These costs may include construction of public facilities within a redevelopment area. Property taxes and other revenues generated by the existing development in a legislatively defined redevelopment district are frozen when the redevelopment is approved by the local government and the increased property tax and a portion of other revenues generated by the new development are captured and placed in a special fund to pay for the costs of redeveloping the area.

Those new property tax revenues are the source of the term "increment," and they are also referred to as "payments in lieu of taxes" (PILOTs). In addition to the PILOTs, the development may also capture up to 50% of certain locally imposed taxes (commonly referred to as economic activity taxes or EATs) such as local sales, franchise taxes and utility taxes and local earnings taxes to fund project costs. Certain new state revenues (one-half of general state sales tax or one-half of state individual income tax withheld from new employees in the redevelopment area) generated by a redevelopment project may be captured under limited circumstances where the area is blighted and is located in either an enterprise zone, federal empowerment zone, or a central business district or urban core area with at least one 50-year-old building and that suffers from

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20-year pattern of declining population or property tax revenue.

Missouri Statutes also authorize bonds to be issued that are paid from the PILOTs and EATs generated in the redevelopment area. The bonds do not count against the municipality's debt limit. The TIF statute limits the areas of the municipality that are eligible for TIF to "blighted," "conservation" (near blighted) or "economic development" areas as defined in the statute. The constitutionality of the use of TIF in "economic development" areas has been questioned.

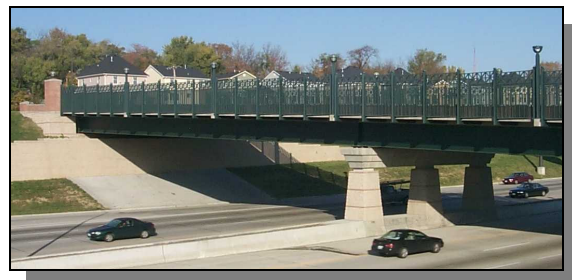
Transportation Development Districts

Missouri Statutes Sections 238.207 et seq. authorize a municipality to create Transportation Development Districts (TDDs) encompassing all or a portion of the municipality. The statutorily-stated purpose of TDDs are to fund, promote, plan, design, construct, improve, maintain, and operate one or more transportation projects or to assist in such activity.

TDDs are created by submission of a petition to the circuit court from either 50 registered voters in each county in the district, by owners of real property in the district, or by the Municipality Council. The petition must identify the district's boundaries, each proposed project, and a proposal for funding the projects. After receipt of a petition and a hearing to determine that the petition complies with the law, the circuit court enters a judgment certifying the questions regarding creation of the district, projects to be developed, and

proposed funding for voter approval. If a simple majority of registered voters or property owners included in the district boundaries (depending on the type of petition submitted to request creation of the district) vote in favor, the TDDs are created. If the issue fails, it cannot be resubmitted to the voters again for two years. If approved, an election is held within 120 days to elect a board of directors for the district.

Once created, TDDs are a separate political subdivision of the state with powers such as condemnation, the power to contract with parties, to lease or purchase real or personal property, and to sue and be sued. A municipality has no control or jurisdiction over TDDs, unless the control is agreed to by contract. However, the board of directors of the district cannot increase or decrease the number of projects in the district without first obtaining authorization of the voters and the approval of the Missouri Highways and Transportation Commission and/or the municipality, depending on the project.



Funding options for TDDs

TDDs may fund approved transportation projects (subject to the approval of a municipality or the MoDOT, depending upon the project) utilizing one or more financing mechanisms authorized in the election. The financing mechanisms available are special assessments, property taxes, sales taxes and tolls. The amount of a sales tax may not exceed 1%. After enactment, the sales tax is subject to a citizen petition for an election to repeal the tax. There is no statutory limit on the amount of special assessments or tolls that can be imposed. TDDs are also authorized to issue bonds, including revenue bonds, by resolution of the board of directors without a vote of the public. These bonds do not count against a municipality's debt limit because they are issued by the district (a separate political subdivision of the state) and not by the municipality.

Urban Redevelopment Corporations

Chapter 353 of the Missouri Statutes Sections 353.010 et seq. authorizes the creation of urban redevelopment corporations for the purpose of redeveloping blighted areas. The urban redevelopment corporation must prepare and submit to the municipality a development plan for redeveloping an area within the municipality that is determined to be blighted. If the area is determined to be blighted and the development plan is approved by the municipality, the urban redevelopment corporation, upon acquisition of title to the property, may receive ad valorem tax abatement for 100% of the value of the improvements to the property for a

period of ten years and for 50% for the following 15 years.

Ad valorem taxes are still assessed and paid with regard to the value of the land only during this 25-year period. The municipality may enter into a contract with the urban redevelopment corporation to require that payments in lieu of taxes are made and/or to ensure that the development plan is carried out, including the use of the funds available to the corporation as a result of the abatement of taxes.